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ABSTRACT

A model for community services that stresses the necessity and value of community involvement in the planning of community service activities is presented. The role of the community service sector of the educational institution is to establish a center which will provide leadership in uniting and coordinating community efforts to meet individual and community needs. Community input into the identification of community needs and resources must be sought after by maintaining constant communication with community leaders, members of organizations which comprise the local bureaucratic understructure, key informants, and the general population. Community members must be led into playing an active role in the planning of community services. Once needs and resources are identified, community members must become the mobilizers of the resources, the initiators of action, and ultimately, the determinant of the success or failure of community service programs. To provide a structural component which demands active community involvement, the use of advisory committees made up of community members is recommended. The effective use of these committees results in the advantageous shifting of the responsibility for community services from the educational institution to groups of individual citizens. (Author/DB)

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OBTAINING COMMUNITY INPUT IN THE PLANNING OF COMMUNITY SERVICES: A MODEL

UNIVERSITY OF CALIF.
LOS ANGELES

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INTRODUCTION

This study was initiated by the president of a new state community college because "the community, in general, has been offered scant opportunity to express its preferences relative to the community service programs offered to it by institutions of higher education other than in its role as the consumer. Too often, consumer satisfaction or dissatisfaction as opposed to comprehensive community planning, has been the primary criterion for services rendered." (41) As community services are becoming the most major route through which the college serves the community, the concern was that the community services offered might genuinely reflect the expressed needs and wants of the people in this region. It was determined that procedures would need to be developed for identifying the local expressed needs. If the procedures developed could be generalized for use by any educational institution in any region or locality their value would be increased. Such generalized procedures would be helpful to all institutions planning or redesigning a community service program. The problem was, therefore, to develop a generalized model rather than specific procedures to obtain direct, initial, and sustained community input in the planning of community service offerings by an educational institution.

Subsequently, a project consisting of three phases was outlined. Phase I would be a research project to develop the model for obtaining community

input in the planning of community services. Phase II would be the implementation of the model and Phase III, testing the implemented model in this and other locations. Application was made to the Office of Education and funding for Phase I was provided under Title I of the Higher Education Act. Consequently, the model presented in this monograph represents Phase I of the proposal and is theoretical and untried. We offer the model for your consideration and use.

Before efforts were made to develop a model a review of the literature pertaining to community services, adult and continuing education, community schools, and the related educational and sociological literature was made.

One of the most important findings in this investigation was that the differences between community education, adult and continuing education, and community services were smaller than anticipated. Basically all have similar underlying philosophies and are working toward similar goals. Differences tended to be in the area of implementation, suggesting that the model presented here may be used regardless of the name used to identify the general activities or the organization administering them.

There appeared in the literature, however, little that was specific on the particular subject of fostering community participation in planning or developing community services. The literature was vague, generally offering statements referring to the importance of "knowing your community" or

"promoting" community involvement. The Community Service Working Papers, a W. K. Kellogg Foundation supported community services project of the American Association of Junior Colleges, a series of monographs, was most helpful. Two papers in particular, Community Services: An Emerging Challenge for the Community College by Gundar A. Myran and Community Services: A Center for Community Development by Patrick J. Distosio, were used extensively. The Research and Report Series, a publication of the Kellogg Community Services Leadership Program, Michigan State University, is an excellent series. Individual issues are devoted to planning and developing programs with special emphasis.

Ervin L. Harlacher, the author of The Community Dimension of the Community College, offers an outstanding projection of the emerging leadership role of community services. The appendices in this publication would be helpful to anyone developing community service programs.

One area that appears to have been little explored, particularly by community service personnel in higher education, is the community education movement. However, those in the movement have expressed a specific interest in cooperating and coordinating their activities with those of other educational institutions (36).

The need for clearly stated institutional goals that are articulated and supported was discussed by Winstead and Hobson (30) and Etzioni (7). Considered too are the possible means of arriving at such a condition. Uhl (23),

Winstead and Hobson (30) discuss the use of the Delphi Technique which may be used in areas other than goal setting and identification where consensus is required. This technique may be a useful tool for the community service worker to have available to him.

A vital consideration for community service personnel is the identification of those individuals who make up the community power structure. An avid methodological debate among political scientists and sociologists exists in this area. Three approaches which have commonly been used are the reputational, positional, and decision-making techniques. These shall be discussed in this paper in Chapter III entitled "Knowing Your Community."

Floyd Hunter's study (11) of community power structure in Atlanta popularized the reputational technique. This method was later used by Barth and Abu-Laban (1) in their study of Seattle, by Killian and Smith (13) in their study of Tallahassee, and by Thompson (22) in his analysis of New Orleans.

The positional technique has most notably been employed in analyses of how power is structured within the whole of American society by Mills (14) and by Domhoff (6).

The decision-making technique gained wide acceptance as a result of its utilization by Robert Dahl (4) in his study of power in New Haven, Connecticut.

Ricci (19) suggests that the positional and reputational approaches tend to produce stratification theorists. The latter conclude that a tightly knit

structure of leadership or a ruling or power elite exists in each community. On the other hand, the decision-making technique produces pluralist theorists; those who contend that several competing centers for local power exist in every community. The intention of this paper is not to make a judgment on the pluralist-stratificationalist dichotomy but instead to offer some suggestions as to how to identify community power.

The presentation of advisory committees is an adaptation of discussions relating to small groups by Katz and Kahn (12), Schein (20), Etzioni (7), and Phillips and Erickson (18).

In order to determine first hand how the needs and wants of the consumer of community services were actually determined, we contacted some fifty individuals through correspondence and by telephone and personal interview.

The selection of these individuals was an attempt to randomize the sample population by type of activity, type of agency or institution, and regional location. We were only 50 percent successful in opening communications with those contacted. A list of those organizations, agencies and institutions that participated in the study is to be found in Appendix A on page 62. We also attended three conferences - one on continuing education, one on community education and one on community services and continuing education.

Although we were somewhat empirical in our approach, we found that most of the people directing community service activities tended to be overworked individuals with multiple responsibilities, handicapped by extremely limited resources but functioning to present extensive and creative programs in spite of it all. Programs, however, did appear to be based on consumer success rather than direct community involvement in planning. Communications with other community agencies were viable but there appears to be much duplication of efforts. In each program were found some same outstanding features and ideas. We have tried to incorporate into this model these ideas and the experiences shared with us by these busy people.

Before determining the dimensions of a model we identified the characteristics it should have. The model presented in this monograph is a descriptive model. An iconic model was disgarded as relationships, an important feature of our model, are not easily portrayed through pictures and diagrams. Mathematical models were disgarded as being too abstract and not immediately helpful to the practitioners who would be implementing this model. A descriptive model, on the other hand, had the advantage of illustrating the "structure of the relationships within the reality setting... and permit[s] the development of hypotheses." (27:394) The model developed should be fluid enough to be adoptable in many types of institutions and alternatives should be available. The final model presented is a fluid one and

contains alternatives in its feature of being adoptable wholly or selectively in part.

This monograph is divided into seven parts. Part I is a discussion of the background of this study. It attempts to explain the reasons we took the direction we did in developing this model.

The remainder of the monograph is a presentation of our model. Part II presents an overview of community services; it includes the definition and objectives of community service as we perceive them. Included is a discussion of the implications of accepting this definition and these objectives.

Part III discusses the need for an institutional commitment to community services and the organizational translation of that commitment.

Part IV discusses the importance of knowing your community and includes examples of methods that can be used by community service directors.

Part V discusses some specific strategies for obtaining community involvement in the planning of community services. The elements of planning are considered as well as strategies for implementation.

Part VI discusses the use of advisory committees. It includes some specific guidelines to be followed in implementing their use.

Part VII is a summary of our findings and conclusions.

I. COMMUNITY SERVICES - AN OVERVIEW

DEFINITION

Community services are those efforts of an institution of education often undertaken in cooperation with other community groups and agencies, which are directed toward providing educational solutions to localized social, economic, cultural, and civic problems which are not met by formal collegiate degree or certificate programs.

The preceding is a modification of the definition of community services formulated by Gunner Myran (16:3). His aim was to reflect a community-centered orientation of community services based on cooperation, and to identify the dichotomy that exists between community services and formalized educational alternatives.

OBJECTIVES OF COMMUNITY SERVICES

The objectives of community services are twofold, the personal growth and development of the individual and the development of the community. These two should not be viewed in isolation. They are interdependent, since any attempt to promote one directly affects the other. However, the distinction is useful for two reasons. First, while community service programs must be sensitive to the needs of individuals within the community, they must also react to whole community problems.

The following illustration clarifies this distinction and also stresses the interdependence factor. In a given community a need to improve the occupational skills of a group of individuals gives rise to a course offered in welding. On

the community level, concern over the effects of local pollution provides the stimulus for a seminar intended to educate the community about certain phases of ecology. The welding course is designed to change and improve the lives of the participants involved, while the ecology seminar attempts to sensitize and modify community attitudes toward a community problem (a necessary step in solving the problem). It is highly possible that the welding course in addition to improving individual occupational skills will also help to remedy a community unemployment problem. Similarly, positive action to curb pollution will help to produce a more pleasant physical environment for the individuals in the community. Although the impetus for initiating these hypothetical community service activities arose from different kinds of needs, the eventual benefits to be accrued had spillover in both the individual and community spheres.

The second reason for maintaining a distinction between individual and community development is to stress the significance of the community concept. The institution of education has generally been an individual-oriented enterprise aimed at providing the individual with a means for improving his life. While not wishing to eliminate this role, by injecting the community concept the intent is to add to it. The community emphasis provides the seed for a new commitment by both the institution of education and by the citizens it serves. Such a commitment requires that individuals assume responsibility, not only for themselves and their families, but for the whole community. A

community problem is their problem and can only be solved through their efforts. The success of a community service program is contingent upon the supporting educational institution's acceptance of this commitment, and its ability to diffuse this commitment among the individual community members.

(NOTE: Throughout the remainder of the paper both individual and community needs will be referred to as community needs.)

NON-TRADITIONAL APPROACH

Frequently, localized social, economic, cultural, and civic problems do not lend themselves well to traditional and formal approaches to education. The inadequacy of these approaches produces the need for community services. The demands of a rapidly changing society are that institutions respond quickly to localized needs. The structural constraints of many existing institutions, however, present impediments to the rapid amelioration of these needs.

As opposed to the rigidities of formalized degree programs, the non-traditional approach of community services places its emphasis on flexibility and immediate responsiveness. This necessitates the embodiment of certain structural and procedural elements not ordinarily found in traditional institutions, such as off-campus classes and activities; non-certified instructional personnel; a movement away from admission requirements for participants; and a disregard for the academic calendar.

The rationale behind these non-traditional elements is strengthened by a consideration of the nature of the clientele served. Though community services

are aimed at all the individuals in the community, the most crucial need for such services is from those individuals who have had in the past limited experiences within the institution of education. Many of these individuals lack basic skills which are necessary to create a demand for them on the labor market. Their lack of social and economic mobility severely restricts their capacity to choose among alternative life styles. In addition, many of these same people have had negative educational experiences. School years were anxious, unpleasant ones during which the individual "learned" to perceive himself as a failure. It is naive to think that such individuals will want to re-enter the traditional education cycle and submit themselves to the possible recurrence of fears and frustrations which were the past product of confrontations with teachers, classrooms, curriculums, and grades.

If education is to provide for the needs of these people, it must take a fresh, new approach. The community must become the classroom. Those individuals who have mastered a skill, regardless of the extent of their educational certification, should be permitted and encouraged to share the skill with others who wish to learn it from them. The individual who wants to learn should not be denied admission to an activity because of his lack of "admission requirements." There is no law of nature which says that a particular skill or set of understandings should be taught and learned in the duration of a semester or academic year. Subject matter must have immediate relevance to the life of each individual participant. The individual must

be able to enter the particular activity fully believing that he will leave it with a skill or a new understanding which will enable him to remedy a realized deficiency which has prohibited him from bettering the quality of his life.

COORDINATION AND COOPERATION

Attempts to provide solutions to community problems are not solely the job of the emerging community services program. Institutional responses by community recreational, welfare, health, and adult and continuing education agencies (to name a few) all represent efforts in this regard. The purpose of community services is not to duplicate or reinvent these activities, but to coordinate the activities of these agencies so that through cooperative efforts they can effectively meet community needs.

In instances where programs do not exist, that is, cases where needs are going unmet, the community service program must provide leadership in developing new activities. This does not mean that community services assumes total responsibility for all subsequent actions in these areas. It must be realized that the limited resources of any agency severely limit the impact it has when operating in isolation from other agencies.

Thus, coordination and cooperation with other community efforts becomes the thrust of community services action.

IMPLICATION OF DEFINITION FOR FINANCING

The definition of community services offered here covers a wide range of

activities including many traditional programs of adult and continuing education. As is true with all educational activities, the funding of these endeavors is always a key concern. If the reality of obtaining funds is contingent upon adhering to such labels as continuing education, for example, then accommodation should be made. An institution can easily change the names of its programs without forfeiting its underlying operational philosophy.

In Virginia, for example, within the community college system continuing education is defined as (a) credit courses offered independent of a curriculum at or after 4:00 P.M. and on Saturday; and (b) non-credit courses and community services offered day and evening. Under this system, community services are defined as a component of continuing education. As a separate entity community services are not eligible for state funds. To obtain state aid the continuing education title must be used to describe these activities. Such semantic guidelines should be adhered to if the facilitation of funding is the result.

II. COMMITMENT TO COMMUNITY SERVICES

Institutional commitment is essential to the viability of a community service program. The successful planning, development, and implementation of community services are dependent upon three interrelated factors that define the extent of this commitment. These are status, sanction, and support. Status is the importance (or non-importance) given community services and can be determined by identifying the priority level assigned to it by the institution. Sanction is the ratification of the priority level assigned, which can be determined by identifying the mechanisms and machinery designed for its organization and control. Support is the resources (money, manpower, facilities, and expertise) which are assigned on a continuing basis to community services. The interrelatedness of these is apparent. For example, support is dependent upon status, status determines sanction, and sanction facilitates status and support.

Community services are rarely assigned status by institutions. These service activities are disseminated throughout departments or other organizational sub-systems and the results tend to be fragmented with limited impact. Responsibility for community services is usually a secondary assignment given to individuals within the sub-systems. This means that the energy and time expenditures devoted to community services by these persons will probably be secondary in nature too. Support for community services mainly

comes from local resources and is frequently tied to a specific project. This means limited resources and uneven support. Remedy to the foregoing can most effectively be sought at the institutional level through a commitment to community services. This commitment to community services should be clearly defined in institutional goals. Articulation at this level is necessary to insure that the status, sanction, and support will be provided.

CENTRALIZATION

Centralization of community services is a valid means of translating the commitment articulated in the institutional goals. Distasio suggests that the most appropriate method of centralizing community services is through the creation of a community services center (5:3). The center should be perceived as a free wheeling organizational device set up outside of the major sub-systems but in such a manner that the sub-systems and the center can maintain both horizontal and vertical communications simultaneously. The creation of a center that functions with access to all other organizational divisions can only come about through an institutional directive providing both status and sanction. This would be an appropriate means to execute the goals and mission earlier discussed. The role of the community services center would be to act as a central agency that can coordinate and assist the cooperative efforts of other institutional factions already working in this area and be an integrative force to work within the institution and with agencies of the community.

Implementation of the center concept may be simple or complex depending upon the resources, organizational structure, and individual inclinations of

those involved in the educational institution. Basic to the implementation of the concept, however, is the need to develop in all those participating and contributing a state of singlemindedness in which the development of relevant community services is based on coordination and cooperation. Further development of the concept implementation may be embodied in the selection of a person capable of fostering and sustaining this state of mind. Finally, a place designated as "the center" may be identified.

The organizational advantages of a center are specifically the features that make this design most appropriate. Centralizing the leadership and responsibility of community services within the institution creates an integrative force that will promote cooperative planning, prevent duplication of effort and spending, and provide accountability.

Institutional support may best be provided through the appointment and funding of a center director whose main responsibility is to coordinate and promote community services. Financially this might be less expensive for the institution than supporting community services as a secondary responsibility of many persons. A center director aware of the needs of all projects and the limits of all resources will plan to provide an even level of support. This is essential for planning and operation, and may eventually allow for the growth of seed funds necessary for experimentation and innovation.

The organization of community services within a center creates a visible unit with an assigned responsibility that can be held accountable. This

visibility also means that individual contributors of ideas, efforts, time, or money could locate the center more easily and would also have the satisfaction of contributing to activities that directly affect their community. Centralized support to the center would eliminate the duplication of administrative and secretarial expenses. The result in savings can contribute to the support of the projects of the center. The same is true of facilities. Where a disseminated organizational structure cannot afford duplicate facilities, a "center" may minimize the expense. A center approach with accent on interdisciplinary cooperation increases the potential manpower resources available on a continuing, temporary, and consultative basis.

One note of caution needs to be sounded. In centralizing the organization and administration of community services, care must be taken to avoid inhibiting the decentralization of the various programs offered. Programs developed in response to local needs should be implemented in a place convenient for those specific citizens with the identified need. The tension between the two forces of centralization and decentralization will need careful and constant adjustment to remain in balance.

A COMMITMENT TO COMMUNITY AND TO SERVICE

Because the commitment to community services is so important, it is paramount that the components, community and service, be comprehended. "Community" identifies the educational institution as a member of the community, hence a part of the problem, as well as an instrument for solutions.

As educational institutions replace industry and business as the center of community life, detachment and nonparticipation are not possible for either the institution or the community. The common concerns and interrelated problems of the institution and the community need solutions that can be most effective if they are cooperatively sought and applied. A community is the sum of all its individuals. The people promoting, and people participating in, community service cannot continue to be the easily identified, self-selected individuals and groups of people who are the traditional students and teachers. All individuals must be touched and all individuals must be aided to make the effort to reach out and to touch.

"Service" in community service means just that. Educational institutions must move out of and forever away from using community services as a media for public relations. This service is dedicated to working cooperatively for common goals.

The educational institution has two advantages unavailable elsewhere. It provides a neutral territory where opposing forces can meet and secondly, it maintains a relatively high degree of credibility in spite of recent disruptions on national campuses. The service to be performed involves the use of all possible influence, credibility, and neutrality to promote a cooperative and coordinated inquiry of issues. Each individual in the community as well as the collective community needs the expertise and these non-tangible assets to identify alternatives to existing situations, as the following illustrates:

Individuals are tangible. Their problems are identifiable. The community is intangible. Its problems are identifiable but usually represent a static and existing situation. Individuals naturally try to better themselves and solve their problems. Consequently, solutions to community problems are usually individual responses to an existing situation. For example, individuals are concerned about crime and drugs. They are concerned as these elements touch their lives, and they respond by locking doors and knowing where their children are. On the community level, drugs and crime may be accepted as the situation. Multiple agencies may respond to individual concerns as they are asserted collectively. Mobilizing individual efforts to combat a community situation is difficult. The role of commitment to community and to services will be to provide an agent for and agency through which individuals, organizations, and groups can move toward identifying alternatives to existing conditions. Through this collective action, the community will become a better place to live and the quality of individual life will be improved. The community service center acts as the key. Using the key it is possible to unlock the spheres that appear to determine the role and limit the responses made to community needs.

As the illustration in Figure I on page 20 demonstrates, the overlapping element in all the spheres is the individual. It will be through the individual that all activity will be achieved and toward individuals that all activity will be directed. Individuals in community groups and agencies, individuals in the

COMPONENTS OF COMMUNITY SERVICE

Fig. 1

institution, and the individual in the community are the people with whom we will meet. The individual is a representative of the interlocking, overlapping and continually changing community. He represents the keyhole through which the center will act as the key. Planning, facilitating and leading are the components that the center will strive to make available. Planning and its elements are discussed at length beginning on page 32. It is an important activity and an essential component of any successful community service program. Facilitating actitivities, another component, will involve providing aid and assistance in any positive manner possible but will also involve eliminating negative obstacles or difficulties. Leading and leadership activities,

the third component, will take many forms. It may involve supplying the initiative to investigate new areas; it may require providing the expertise in organizing a project; or it may be nothing more than pointing out that a particular activity can be best handled by another agency. These will be the enabling activities that will permit the designing of programs and the construction of projects.

III. KNOWING YOUR COMMUNITY

An essential requisite for the efficient planning of community services is a thorough knowledge of the community to be served. Our communities are in a constant process of schism and realignment. This being the case, it is necessary for those involved in community services to maintain an active and on-going inquiry into the changing network of economic, social, political, cultural, and educational relationships within the area. The dynamics of change prohibit "knowing of a community" from being a terminal activity. While such efforts must be the preliminary steps in planning for community services, these efforts must be maintained even after subsequent strategies are employed.

For new institutions and particularly for new employees not indigenous to the area, the need to gain awareness of the community does not require a convincing argument; this need is obvious. However, it must be stressed that the same need exists for established, mature institutions staffed by long-time local inhabitants. The native of the area has at best an intimate knowledge of the sub-community of which he is a member. He "knows" his own immediate geographic proximity and the set of interacting social, economic, political, and cultural conditions that have affected his life. It is fallacious to think that what is true for a sub-community can be generalized to the larger community. Only by actively pursuing an understanding of the whole community can such an individual guard against bias and narrow vision caused by

over-exposure to his own particular milieu. Only after such efforts will he be able to objectify his views of the entire area. Thus, whether the individual or institution is new to the area or not the importance of the need to know the community must be realized and acted on.

"WHAT TO KNOW"

The natural question which arises is what are the component parts of knowing a community. What is it that should be known? Regretfully, for two basic reasons, there is no simple answer to this question. First, no two communities are alike. Secondly, the intricacies of human relationships defy the existence of a clearcut rational key to their understanding. Ultimately, knowing a community must involve the understanding of an aggregate set of human behaviors. This requires a comprehension of why individuals and groups of individuals think, act, and react as they do. There is no all-encompassing list of steps and procedures, free from meaningless generalizations, which can provide structure and guidance to this task.

Certain elements, however, can be considered essential for this undertaking. The following list provides a base outline of these (21:20). The particular characteristics of an area under study will dictate elaboration; such additions should be accommodated.

1. Local traditions and values
2. History of the area

3. Physical setting - geographical location

4. Populations (ethnic, racial, religious)

5. Economic base

6. Political structure (institutional) and local persuasions

7. Availability of services (i.e., transportation, communication, health, welfare, education, recreation)

8. Special community-wide problems (i.e., intergroup relations, health, welfare, housing, crime, drug abuse, environmental pollution)

"HOW TO KNOW"

Methodologies for "knowing the community" have only one essential element--a commitment to continual inquiry. After this, the individual's creative ability to find workable techniques for himself and his efforts to relate meaningfully to new sets of people will determine his success in this endeavor.

The following section discusses some techniques used by community service people in Virginia.

Frequently mentioned first is an automobile drive throughout the entire area (32). Depending on the size of the area, this can easily occupy a full week's time. As a result, one becomes knowledgeable to such factors as the physical setting of the region, types of housing, types and concentrations of business, industry, and agriculture, location of health, education and recreation facilities, not to forget to mention the extensiveness and condition of the roadways. All of this information must be considered essential for community service personnel.

A related method which has been employed in rural areas is the study of traffic patterns (32). After identifying the main arteries into the central city, traffic flows are analyzed, tabulating in particular the number of morning commuters. The rationale here is that if large numbers of citizens from a given direction commute on a daily basis into the city, then it is hypothesized that a large percentage might also travel to a central-city located community services center. Similarly, if a particular sub-region sends a very small number of people into central city on a daily basis, predicted participation in community service activities in the central city would be low. In such cases, the community service planner must foresee the necessity of bringing community services to a location more desirable and readily accessible to these people. The point here is not to advocate the study of traffic patterns to all community service centers, but to simply mention a rather creative technique that has worked for some.

Census data and related statistics are available in all communities and offer pertinent information which one cannot afford to overlook (47). In many cases, this information has a direct relevance to the planning of community services. For example, an area with a relatively low median level of education would be expected to need a different set of skills than a community with a high level of education. Statistics dealing with types of employment strongly suggest skill areas which can be expanded by community services in their attempt to foster occupational mobility for individuals. Similarly, census data

that indicate a relatively large old-age population would hint at the need for establishing community service activities for this segment of the community.

To maintain a current and continual knowledge of the community a disciplined reading of all community newspapers is necessary (32, 50, 51). It is suggested that a file be kept of all articles relating to activities and services within the area. During a very fruitful visit at a Virginia community college, we observed the director of community services cutting out a small article from the local daily newspaper (32). The article concerned the awarding of a plaque to the member of a women's organization who had made the most significant contribution to local efforts to curb pollution. The award was given by a local industry who had sponsored a "clean air" program. To the community services director this article indicated (1) a problem area - pollution, (2) an individual knowledgeable in the field - the woman, (3) possible source of funds - the industry, and (4) a source of manpower - the women's organization. Thus, through a newspaper article the identification of the most crucial components of a possible community service activity were revealed.

A method aimed at tuning in to the interests of the community involves observing and inquiring into the types of books checked out at the local library (50).

Observing the behavior of community people in local banks and post offices has been used to help indicate general levels of articulation and capability of handling basic financial activities (50).

A quick glimpse of a variety of community characteristics can be obtained by taking fifteen minutes to thumb through the yellow pages of the local telephone directory. Types of business and industry, recreational facilities, religious denominations and a myriad of other factors can be identified.

Drives through the area, traffic patterns, census data, newspapers, types of library books, behavior in banks and post offices, the yellow pages, can all be useful techniques; however, "knowing the community" ultimately means making contact with people.

"COMMUNITY POWER STRUCTURE"

A key concern for those involved in community services is the manner in which power is structured within the community. On the community level, power can be thought of as the ability to make community-wide decisions. Individuals with power get things done; they have the ability due to their wealth, position, prestige, or charisma to transfer plans into actions.

Sociologists generally utilize three methodologies in the analysis of community power structures. The positional technique maintains that those people who hold the most important positions, i.e., top political offices, business leaders, are the most powerful individuals in the community by virtue of the positions that they hold. Proponents of the positional technique contend that the position is more important than the man, that stripped of his position and the privileges that accompany it, the man is powerless. Thus, for these theorists

the way to locate power in a community is to identify the people who hold the most important positions in the community.

The reputational technique holds that power can best be identified in a community by making a list of those who are reputed to have power. The assumption made here is that one is powerful only if others perceive him to have power. To identify these individuals one should ask numerous community members (preferably those who are knowledgeable of their community due to long residence) to make a list of whom they believe to be community leaders. The names that most frequently appear on these lists will indicate the most powerful individuals in the community.

The decision-making technique contends that power can only be identified where it is utilized. Theorists who adhere to this method claim that the proper way to study power is to study decisions and in doing so to identify who makes the decisions. The researcher's job is to collect a group of significant issues (i.e., health, education, welfare, housing) upon which decisions pertinent to the whole community were made and then he must find out who actually made these decisions. Thus, those who exercise power are those with power.

To suit the empirical standards of the sociologist, the proper implementation of any of these three methods requires more time than the community service worker can afford. However, to meet the latter's need to be knowledgeable of the community, he is wise to borrow from these sociological research methods. In doing so, his approach to research will differ from the sociologist in a very

basic way. Where the sociologist deals with community members objectively, the community service agent must treat them subjectively. His intent is not only to know the community, but to have the community know him. A two way communication, requisite for meaningful relationship, must be established with as many community members as is possible. Unlike the casually-observing sociologist, the community service worker must constantly seek to develop a favorable rapport with all those he meets. The success of his continual efforts in this regard will largely determine the success of his program.

Elements from the positional, reputational, and decision-making strategies can all be employed to aid in the understanding of power relations in the community. In discussions with local citizens at lunch counters, coffee shops, drug stores, shopping centers (and any other place where people congregate) the identity of power can be approached by an informal application of the reputational technique. Questions such as - Who are community leaders? Who runs this town? Which individuals are considered to be most important or influential? If I wanted to get something done in this community, who could help me the most? - will yield answers which will help indicate the reputed men of power.

It is necessary for community service personnel to identify and acquaint themselves with top business and political leaders along with the heads of business, civic, cultural, religious, and educational associations and organizations. In meeting with these individuals a clearer picture of community

power relations will evolve by watching the policy making taking place. Gaining the cooperation of the "men of power" is an indispensable asset to the community service center. Acting on community problems is the thrust of community service activities; the support of those in the community who can initiate action is imperative.

KNOWING THE PEOPLE

In dealing with community people at all levels one should be sensitive to the values, attitudes, and opinions that are expressed. Listening to people is a valuable skill of community service personnel. By listening one can determine what interests people have and similarly what does not concern them. The ultimate step in knowing a community is the ability to perceive the world as the various groups and sub-groups of citizens within the community perceive it. Only then can problems and thus needs of community and individual alike be properly understood; only then can real efforts be made to help individuals improve the quality of their lives.

For community service personnel knowing the community carries with it the responsibility to act. Knowing the community is not an end in itself. If it were, it would be nothing but a worthless, esoteric task. On the contrary, it must become the basis upon which the subsequent steps for planning community services are built. These steps shall now be explored.

IV. STRATEGIES FOR OBTAINING COMMUNITY INVOLVEMENT IN THE PLANNING OF COMMUNITY SERVICES

The two components necessary for the planning of community services discussed thus far have been commitment and knowing the community. Having reached this stage, community service programs should be warned about leaping head first into the production of activities. A positive commitment has created restlessness. Knowledge of the community has led to the hypothesizing of community needs by community service personnel. Both of these conditions are advantageous unless they trigger premature action. Those involved in community services must guard against the self-righteous notion that they along can raise the quality of human existence by eliminating the evils of their community as they interpret them. Perceptions of what is needed by individuals at one institution and the resources required to promote subsequent changes of any one institution are limited.

Coordination and cooperation are the guidelines that community services must follow. The potential impact of community services is only as great as the magnitude of community involvement. Foremost, community involvement means actively participating in the planning of community services. This need to involve the community in planning will be emphasized by looking at the elements of planning.

ELEMENTS OF PLANNING

1. Identification of Needs

The underlying assumption of community services is that in any community there are individual and community needs being inadequately met. By acting on these needs, the community service center is attempting to carry out its objectives which are to promote the personal growth and development of the individual and community. Despite efforts of community service personnel to know the community, their singular energies in identifying needs must be augmented by the community at large. It shall be assumed that in most cases one who closely relates to or shares a need, as opposed to a relative outsider, has a clearer understanding of the immediate situation and can more accurately propose a solution. Hence, the continual contact with individuals from all aspects of the community is essential for the complete identification of community needs.

2. Identification of Resources

Resources can be broken down into four general types.

a. Manpower means those individuals who do the work involved in community services and includes all efforts requiring the time and energy of human endeavor. A wide range of activities - from serving on advisory committees to serving as ushers at community conferences, for example - fall into this category.

If the community service center attempts to rely on simply its own manpower sources, the extent of its activities and thrust on the community will be limited. To enlarge its scope of action, the center must realize the need to involve both community members and individuals at the institution of education not directly involved in community services.

The center must make optimal use of its own staff. All employees from the director to the secretaries and janitorial help must share in the community service commitment (51). Prerequisite for this condition is that all employees should have a clear understanding of the center's objectives. All should not only feel free to supply input into planning and executing services, but should be expected to do so as part of the responsibility of their job.

b. Expertise refers to those individuals, regardless of level of certification, who have a specialized skill essential to the planning and execution of community services. The wide range of activities comprising community services makes the center almost totally dependent on the expertise of the community and of the supporting educational institution.

It must be stressed that expertise is not to be defined in terms of degrees and formalized licensure and certification. The non-traditional approach to community services requires only that the individual "expert" knows the skill in question. Often the rapport which the "teacher" from outside the educational institution has with his students overshadows his degreeless qualifications. An illustration of this was a fire science course set up in a rural Virginia

community college. An experienced local fire chief, as opposed to a certified academician, was chosen to teach the class which largely consisted of local volunteer firement (31). The overwhelming interest which a group of individuals of limited formal education demonstrated by their participation in this activity can be attributed to their long-standing respect and friendship for the fire chief.

This example emphasizes the significance of the personal factor in community services. It is not enough for one to be solely an "expert." For expertise to be of value, the individual must possess a skill and also have people desirous of learning that skill from him. The ideal teaching situation is one in which respect and trust pervade the communication between teacher and student. Individuals held in such esteem by members of their community are invaluable experts who are essential to community service programs.

c. Facilities are those places (classrooms, gymnasiums, auditoriums, garages, recreational fields, libraries, parking lots, etc.) and those objects (equipment, supplies, machines, educational hardware) essential for the different varieties of community service activities. The finite quantity of facilities at the educational institution necessitates, once again, an outreach into the community.

The community must truly become the classroom. The notion of the elaborate and awesome central campus where all activities must reside must be abolished. The fear of losing respectability and prestige for the institution of education by moving from the ivy covered towers of the academe to points within the community

must be overcome. The necessity of expanding the facility base and the need to bring services to the people in places which are both convenient and comfortable to them is part of the commitment to community services, a commitment which defies a discriminating, elitist image of educational institutions.

The process of planning community services should not be perceived by the center and by the community as a disjointed task of identifying local needs and resources which are then turned into remedial programs at the central campus, often far removed from the conditions being treated. On the contrary, the planning and providing of programs should have the continuity which only maximum localization can insure. This demands that an integral part of the planning process be the identification of facilities best suited and localized to meet specific needs.

d. Money must be obtained from a combination of local, state, federal, and foundation support to finance an on-going, effective community service program. Unless the responsibility for funding community services is shared by outside agencies, the extent of activities will be limited.

3. Mobilization of Resources

Mobilization of resources is the action phase of planning. It is the process of designing effective programs on the basis of identified community needs. It involves the recruiting and activating of identified resources necessary for these programs.

The difference between identifying a need and prescribing a program to attack the need becomes evident at this stage. The value of involving members of the community knowledgeable of specific needs in planning is considerable. Their insight and understanding of specific situations and their rapport with specific community groups and individuals increase the chances for success of community service endeavors. Advisory committees of these community members are an advantageous means of using this expertise and developing community involvement. The subject of advisory committees will be considered at greater length beginning on page 45.

The commitment necessary to employ community resources must come from within the community. Only when the responsibility is shared by the community will the individuals and agencies who control resources share in the community service commitment by contributing their efforts.

4. Evaluation

Evaluation is the fourth element of planning. No project should be undertaken or initiated until some appropriate means and schedule of evaluating the effort are included. The means to be used can be simple or complexly sophisticated depending on the project and the personnel involved. The important thing is to include at the outset some plan for determining if, in fact, the project objective is being accomplished. To assume that each project will progress as planned is naive. Evaluation pre-planned in terms of time and method should include interim sessions. Interim evaluations conducted at regular intervals during

the project can help in determining if the project is proceeding on schedule. The need for additional input may become obvious or the wisdom of pursuing an alternate plan may become desirable. Delays in the project evaluated early can prevent the loss of valuable resources. An additional outcome of the evaluation process might be the identification of unexpected spin-off effects whether positive or negative. It is only after recognition that such effects can be neutralized or capitalized upon.

It is not the purpose of the community service center to provide indefinitely the services necessary to meet identified needs but to supply the initiative where necessary, coordinate where possible and to persist only when it is the most appropriate alternative. The evaluation process should be a constant process of reassigning priorities. As each project is successful, there is a need to determine if it should be moved out of the community service realm into the regular curriculum, if it should be reassigned to another agency, or dropped completely because the objectives have been fulfilled and the need no longer exists.

Perhaps one of the most important reasons for regular periodic evaluation is that it permits evenness of support. The limited resources of the community service center need careful husbanding. Periodic evaluation of each project and the center's mission will permit the pre-allocation and re-allocation of support. Pre-planning based on these evaluation sessions will be helpful in preventing emergencies and provide even, adequate, and appropriate

support in money, manpower, and facilities to the center and each of its projects.

Concomitant evaluation of the mission of community service center and each project needs to be done in light of the two central objectives of community services - individual growth and community development. If these two yard sticks are used on each project, it will be possible to determine if the mission of the center is being fulfilled. A community project on drug abuse should, for example, show some community impact such as a decrease in juvenile arrests, decrease in the pushing of drugs and fewer overdoses. Individual impact might be seen in an increased tolerance of drug users thus permitting legislation for more appropriate treatment of users. A developmental program aimed at the individual to improve the literacy level will have effects that can be seen in increased salaries and job mobility. Such a program will have community impact as the citizenry are able to become more effective voters.

STRATEGIES

Continual emphasis has been placed on the necessity of involving the community in the planning of community services. Realizing this need, attention will not be centered on strategies for seeking input by the community. Considering the elements of planning, two basic functions must be performed: information gathering (identification of needs and resources) and activation (mobilization of resources).

Community input into "information gathering" is obtained through personal

contact with community members. The objectives for community service personnel are high level accuracy and thoroughness in the identification of community needs and resources. The question becomes what group or groups in the community should be contacted so that these objectives can be met. Four general groups will be considered as possible targets for contact: (1) community leaders, (2) heads of organizations, associations, unions, and industry, (3) key informants, and (4) the general population. These will not be considered as alternatives. By looking at the advantages to be accrued by contacting each, along with the disadvantages, an argument will be presented for the necessity of establishing communication with all four groups.

COMMUNITY LEADERS

The necessity of maintaining a close communication with community leaders has already been stressed. The support of individuals who have the power to make community-wide decisions is an invaluable asset. On the basis of the positions of responsibility which they hold, such leaders should have extensive knowledge of the needs and resources of the community.

However, this group is an elite one. For the most part (if not entirely) it will be made up of individuals from the upper socio-economic class, individuals who belong to a small, and sometimes isolated, sub-community within the larger community. Being socially, economically, culturally, and many times geographically removed from many segments of the general population, their

lack of contact and understanding of these groups makes them bad sources of input in this regard.

In many cases, community leaders are a politically conservative group; they are preservers of the status quo. It is not the role of the community service center to be involved in local politics. Maintenance of an image of political neutrality by the educational institution is important for achieving optimal community support (52). However, community services are involved in change, that is the remedying of the community needs, and such activities invariably become political in nature. It is nearly impossible to provoke change within the economic, social, civic, or cultural spheres without a spillover into the political domain (52). Considering this, it is possible that local political leaders will not desire to emphasize or expose problem areas which if tended to might create strong political overtones. Thus, instead of being an objective source of input, community leaders may attempt to censor what they relay to community service personnel. In many cases that which is purposely avoided in the dialogue might represent some of the most pressing of community needs.

HEADS OF BUREAUCRATIC UNDERSTRUCTURE

Contact should be established with the network of local industries, organizations, associations, and unions which represent specific economic, educational, religious, cultural, or civic interests. Leaders should be able to articulate the needs and resources of the specific groups that they represent.

As was the case with community leaders (and there will be an overlapping of these two groups) these individuals will be likely to represent only a small elitist sub-community within the total population. Their perception of the community will have a built-in bias in favor of the activity in which they are engaged. For the most part, the organizations these individuals represent will compose the bureaucratic understructure of the top policymaking body (community leaders). As such these are, in many cases, competing groups, vying for the power, wealth, and prestige necessary for the enhancement of their own interests, necessary for reaching their own institutional objectives.

In approaching these groups, community service personnel must be aware of their relationship to each other. Imprudent over-attention to one at the expense of another can provide the impetus for turning factions off to community service involvement. For example, in forming advisory committees (to be discussed in next section), the inclusion of representatives from certain groups and exclusion of others can create problems which can potentially negate any good that could come from the workings of the committees.

Obtaining community involvement in the planning of community services should not evolve into a time-consuming, headache-producing process of stabilizing public relations with various community interest groups. The negative trappings of involvement with these competing groups can be lessened by refraining from total immersion in this direction. Other groups in the community should be sought for input.

KEY INFORMANTS

Key informants are those individuals regardless of power, wealth, and prestige who have superior knowledge of a segment of the community due to their continual intimate contact with this segment. Such individuals may be men of power, but may also be individuals such as ministers, social workers, barbers, or holders of any of the positions which demand frequent contact with community members. Although there is no clear-cut method of identifying these individuals, either their own commitment to community services or the community service personnel's pursuit of knowing the community will likely foster a meeting of the two.

Especially for areas of the community not heavily represented by community leaders or by organized interest groups, such individuals can be valuable sources of input into the planning of community services. A community service director of a southern Virginia community college stressed the value of utilizing key informants for input (32). He reported the existence of a small rural sub-community within the larger community he was serving which was not only geographically separated from the mainstream of community life, but economically, socially, and culturally different as well. He identified three individuals, a social worker, a minister, and a long-time resident active in local civic affairs, whom he considered his key informants for that area. He confidently believed that periodic meetings with these

individuals were the best way for him to be informed of what was going on in the area, in particular the most reliable source of input regarding the needs of this part of the community.

GENERAL POPULATION

A vast undertaking of any community service center is the attempt to make contact with the general population, that is to get input from every household. The two techniques which can be employed are the mailed survey and individual interviews.

Experiences of many community service centers with mailed surveys have been negative ones. It is not odd for centers to report the setting up of certain programs based on a need identified by a survey only to have little or no response by the community. Surveys demand answers. Whether a response is pertinent to the individual or not, he will invariably "put something down." This has led many centers that have previously used questionnaires or other forms of surveying to doubt their reliability seriously and to thus discourage other institutions from using this technique as the sole source to obtain community input.

Another fault of the survey is the difficulty in having people identify their own needs. This raises the question, is an individual always aware of his needs? Is it not possible that a need exists because the individual has no knowledge of alternative choices that exist for him in a given situation? For

example, to an observer the consuming patterns of an individual might clearly indicate a need for his exposure to some kind of consumer education. The observer can visibly see more efficient ways of buying, more advantageous alternatives open to the individual. It is doubtful that the individual is aware of these alternatives, and thus it is doubtful that he recognizes his need. In such a case, the need for consumer education would not be made evident on a survey.

The problem of need identification by the individual on a written survey and the unreliability and impersonal nature of the survey present real arguments against the value of utilizing this method.

The immediate disadvantage of the house-to-house personal contact technique is the costly nature of the project, costly in terms of manpower and time. The value of the personal contact with individuals, however, is great. By listening to people talk about themselves, their families, and the community, the community service worker should be able to interpret needs from the dialogue. Even in cases where the input to planning is minimal, the public relations function which is being performed is important. In many cases, people will have never heard of the community services center much less know what kind of activities it is involved in. Interviews with such people increase the probability of their future participation in community service activities.

V. ADVISORY COMMITTEES

The problem with knowing the community, identifying needs and developing programs for community services is that it has been an essentially passive activity on the part of the community. All the action and initiative has come from the institution. There needs to be a way to translate essentially passive information into active involvement (37). The identification of illiteracy as a problem related to low job status and unemployment resulting in a program of developmental studies for adults is a typical example of this. The community service center identified the problem, identified the relationship and need and developed the program. No active participation is required beyond the willingness of the individuals of the community to admit illiteracy to passing strangers. This approach is obviously limited. The existence of this program devised by others does not mean that those for whom it is designed will participate.

Another problem is also involved in "knowing your community" and "identifying needs." These are two activities that will always suffer at the hands of individuals. Each individual can only "know" a little of his community. The portion he knows and that which he learns of from others will be affected by all the experiences that are peculiar to him. The example of blind men trying to know an elephant by each touching and describing only the trunk, tail, ear or leg is parallel to this. As the limited experience of each man prevents

him from "knowing" and "identifying" an elephant so we are prevented from knowing the community.

One way that institutions can develop active community involvement in community services is to have the community identify the need and initiate the action on all the activities previously described. Identify needs and resources, know the community, plan the programs. This can be done quite effectively through the judicious use of advisory committees composed of members of the community. While this is neither a new or revolutionary idea, we are suggesting that advisory committees are the most effective way to get community commitment and generate creative responses. Advisory committees are often misused and frequently abused, but they offer perhaps the best and most flexible method for getting a commitment from the community through active participation (37, 38, 43, 51). They offer a means of getting input that is current and really reflective of the changing complex community they represent.

Because advisory committees are groups of citizens that have some identification and no commitment beyond that of community service, they are not bound by the conventions or organizational constraints that have traditionally limited both agencies and individuals. These committees can ask assistance from groups such as the League of Women Voters, from agencies such as the recreation department or the Federal government and from individual citizens. The forms of assistance can be as diverse as funds, expertise, volunteered

time or donated materials. The resources are available; it is only up to the community services advisory committee to find the key for opening them and making them available to the community (38).

Advisory committees can take advantage of the neutrality of the educational institution to bring together dissident factions of the community (38). Credibility is added to such invitations because the community is the committee through representation. These committees represent the best embodiment and most feasible arm of educational institutions to act to bring about social change. The tension that is created in assuming the role of social change agent by the institution can be used as a creative force by the community service center and the advisory committees. Community services reflect the conflict in changing the traditional role of the institution and the increasing expectations of the community. It may well be through the advisory committee that community services will assist institutions to improve their credibility and provide accountability.

There are a number of things that will contribute to the succesful functioning of advisory committees. All of them should be given serious thought before a decision is made to use advisory committees. The role, mission, membership and functioning of these committees should be given consideration separately and collectively. The implications can be complex for the institution. Failure to follow through on the commitment implied in the use of advisory

committees will certainly have grave consequences for the institution and the community.

THE ROLE OF ADVISORY COMMITTEES

The role of these advisory committees is to advise. There is no point in having such committees if the institution is not willing to take the advice. There should be a definite commitment on the part of the institution to assist in implementing recommendations forwarded by such committees (38). It does not take any longer for a committee than it does for individuals to recognize the earnestness of those asking for their advice. The institution in delegating this responsibility must be willing to accept the response.

Although the role of these committees does not include the specific implementation of their proposals, they should be expected to supplement each recommendation for action with recommendations on the ways and means they have identified for the best implementation. An advisory committee will not only be responsible for identifying a need and recommending a solution but for identifying the resources necessary for implementing it (38). Activity of this kind on the part of committees will increase the areas of possible response and involvement on the part of the members of the community. This also means that the activity of the committee is not limited by the response or resources that can be provided by the institution or any other single agency.

THE MISSION OF ADVISORY COMMITTEES

Each advisory committee should have a specific mission to address. The mission should be related to the general mission and objectives of the community service center. Four core committees each directing its attention to one of the basic functions of education should be established as a minimum (38). The functions of the promotion of personal development, interpersonal development, civic responsibility and economic responsibility used to define the missions of the committees are appropriate.

These four core committees in addressing themselves to their specific mission will cover all the possible aspects of community life that need consideration. Some aspects of common issues and concerns will be overlapping. To avoid duplicating efforts ad hoc committees should be formed to address these special aspects. Ad hoc committees are to have limited missions. On-going evaluation will be necessary to avoid a plethora of committees.

Primary in the charges given to each committee in fulfilling their mission should be a directive to be creative in defining the alternatives possible without duplicating the activities of any other agency already functioning. Cooperation and coordination are to be the first alternatives considered. One community service director told of a nine block neighborhood identified as having multiple needs (38). The college in question in trying to develop appropriate programs found that there were already some fifty official and voluntary agencies providing services in the area. Further investigation indicated the members

of these agencies never attempted any kind of dialogue with each other. The initial approach decided upon was to get together the leaders and workers in these agencies to identify commonalities. Subsequent meetings were held with both community and agency representation. This approach is an example of how coordination and cooperation prevented the development of just one more project that would not have been any more effective than the original fifty.

An advisory council with membership from the four core committees and subsequent ad hoc committees may be charged with the mission of communications between committees. Sharing information about activities, needs, and resources, etc., will be helpful in making new plans and avoiding duplication (38).

THE MEMBERSHIP OF ADVISORY COMMITTEES

An early decision is necessary on the part of the institution in determining the membership of the committees. Is this to be an honorary appointment to give a kind of visibility to the school and prestige to the committee members or is it to be a working committee? If the choice is for a working committee as we recommend, care should be given to the size and composition of the committees.

Size is important. Research has shown that effective groups have between five and nine members. Groups larger than this are not productive and

groups smaller than this are not dynamic. An uneven number of members (5, 7, 9) is most effective. It prevents the pairing of members and provides the element of a weighted majority necessary for decision-making in groups.

Every effort should be made to represent all the various community factions in advisory committee memberships. Diverse membership insures that input is being obtained from all of the community and that the needs and priorities identified will be congruent with those of the community. Identification of the members of these committees can come about through various means. The center in attempting to "know the community" and "identify the resources" of the community will become aware of the various community factions and their leaders. The board of directors of the institution can frequently identify leaders in the sub-community groups that they are each in contact with. Frequently community members will identify themselves and volunteer to participate. These are starting points. As the committees begin to function and generate their own input they will be able to identify additional groups and leaders. Every effort should be made to attain and maintain diversity of membership.

When ad hoc committees are generated by one of the advisory committees in response to a special need the membership of that committee may be less diverse and more representative of the community unit on whose behalf it is working. For example, the advisory committee working on personal development and interpersonal relationships may form an ad hoc committee to work

on a need identified in a specific neighborhood. The membership of that committee should reflect the neighborhood and its subgroups (38).

Membership on these advisory committees and their ad hoc committees should be arranged so that there is some continuity. It would be wasteful of developed expertise and time consuming in terms of the group's ability to work as a unit to reappoint new committees every year. On the other hand, membership should not be so permanent that the individuals begin to reflect each other in such a way as to eliminate dynamic activity.

Staggered terms may be a partial solution to this. Continuity would be provided while at the same time introducing fresh insights and maintaining diversity.

THE FUNCTIONING AS A COMMITTEE

Just because groups of individuals meet together with specific missions does not insure that they will function effectively as committees. The diversity of membership with the varying experiences will increase the dynamic potential of the group but may decrease the productive output. It is the responsibility of the institution and specifically the community service center sponsoring the committees to teach the members how to function as groups through an in-service education program. This is true of the original advisory committees but also for the subsequent appointees and the members of any ad hoc committee that is formed. This educational responsibility of the center is a key

concept. Fulfilling this responsibility will be instrumental in meeting the center's contribution to the components of community services earlier identified as planning, facilitating and leading.

Committee members need to be taught the fundamentals of group dynamics. They should be given the assistance they need to become oriented to the common and overlapping problems of the community. It will be through groups having this orientation that the members will be able to confront common issues and conditions and to develop creative responses. Functioning as a group the committee members will provide additional and current data into the identification of needs and resources after they are oriented to the elements of planning earlier considered. Instead of relying only on data provided the committees will function to generate new data and new means of generating data. Orientation to the mission of the center and their specific committee assignment is necessary so that the solutions and recommendations are within a scope that is specific enough to be implemented effectively. Specific and circumscribed responses are more likely to be implemented successfully decreasing the general feeling of impotence and promoting additional commitments from the community. Recommendations leading to specific project development will be the more appropriate response to be expected rather than vague recommendations such as "developing appropriate means to decrease racial prejudice" which are not possible to implement satisfactorily. Committee members who understand the relationship between their response and the effectiveness of a proposed solution will be more effective members.

Included in the education of committee members should be an orientation to resources of the institution and the community. The committees may need assistance in learning to use these many resources effectively. Grant writing, for example, needs a special kind of expertise. If the committee knows where to find this expertise they can be more effective than if they waste time trying to do it themselves. The use of evaluation as a tool for development and planning is another area that needs to be included in the committee members' orientation.

SUMMARY

Advisory committees represent perhaps the best methods of achieving active community involvement, input, and commitment for the planning and development of community services. The use of advisory committees, however, should be carefully considered by the institution before such a decision is made. There is a need to define and identify the role, mission, membership, and functioning of these committees prior to implementing their formation. Failure to be cognizant of the possible ramifications can have grave consequences for the institution and the community.

VI. SUMMARY

It has been the purpose of this paper to present a model for community services which stresses the necessity and value of community involvement in the planning of community service activities.

As envisioned here, the role of the community service sector of the educational institution is to establish a center which will provide leadership in uniting and coordinating community efforts to meet individual and community needs. A commitment to the objectives of community services by the supporting educational institution, by the myriad of community businesses, organizations, associations, and agencies, and by individual community members is essential for the realization of these goals.

The constantly changing network of social, political, cultural, and educational relationships within any community necessitates a continual inquiry by community service personnel. In short, the need to pursue the ongoing task of "knowing the community" must be recognized. Community input into the identification of community needs and resources must be sought after by maintaining constant communication with community leaders, members of organizations which comprise the local bureaucratic understructure, key informants and the general population.

Efforts to involve the community should not stop here, however. Community members must be led into playing an active role in the planning of

community services. Once needs and resources are identified, community members must become the mobilizers of the resources, the initiators of action, and ultimately the determinant of the success or failure of community service programs.

To provide a structural component which demands active community involvement, the use of advisory committees made up of community members has been recommended. The effective use of these committees results in the advantageous shifting of the responsibility for community services from the educational institution to groups of individual citizens. While large bureaucratic structures (of which most educational institutions are examples) are useful in that they provide such factors as extensive division of labor and economics of scale which our highly technological age demands, such organizational forms are frequently impersonal and for this reason should not be solely trusted with the full responsibility of the community service commitment. It must be remembered that an institution has no moral conscience of its own. Thus, only by permitting and persuading individuals to assume this responsibility, only be beckoning to the moral consciences of individual human beings will community service efforts be successful.

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44. McCoy, Dr. William H., President, Lord Fairfax Community College. May 1, 1972.

45. McMullen, Dr. Harold G., Dean of Instruction, Lord Fairfax Community College. May 1, 1972.

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48. Serow, William J., Assistant Director, Bureau of Population and Economic Research, Graduate School of Business Administration, University of Virginia. March 14, 1972.

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50. Thomas, Gordon P., Director of Continuing Education, Central Virginia Community College. March 27, 1972.

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APPENDIX

Organizations, Agencies, and Educational Institutions that Contributed to the Study

Advisory Council on Educational Television, Richmond, Virginia
American Association of Higher Education, Washington, D. C.
American Association of Junior Colleges, Washington, D. C.
Appalachia Educational Laboratory, Inc., Charleston, West Virginia
Center for Urban Education, New York, New York
Central Virginia Community College, Lynchburg, Virginia
College of The Albemarle, Elizabeth City, North Carolina
Department of Community Colleges, Richmond, Virginia
Division of State Planning and Community Affairs, Richmond, Virginia
Kellogg Community Service Leadership Program, Michigan State University, East Lansing, Michigan
Lord Fairfax Community College, Middletown, Virginia
Montgomery College, Rockville, Maryland
Mountain Empire Community College, Big Stone Gap, Virginia
Northern Virginia Community College, Annandale, Virginia
Piedmont Virginia Community College, Charlottesville, Virginia
Pittsylvania County Schools, Chatham, Virginia
Southwest Virginia Community College, Richlands, Virginia
University of Southern Illinois Committee on Community Development, Carbondale, Illinois
University of Virginia, Charlottesville, Virginia
- School of Education
  - Center for Higher Education
  - Center for Community Education
  - Foundations of Education Department
  - Bureau of Educational Research
- School of Continuing Education
- Department of Urban Affairs and Community Services
- Bureau of Population and Economic Research

Virginia Commonwealth University, School of Community Services, Richmond, Virginia
Virginia Highlands Community College, Abingdon, Virginia
Virginia Polytechnic Institute and State University, Office of Off-Campus Activities, Blacksburg, Virginia
Virginia Western Community College, Roanoke, Virginia